



CONGRESSIONAL HEARING RESUME

106th Congress

Date: 4 April 2000

SUBJECT: Hearing on Joint Requirements, Capabilities, and Experimentation

**COMMITTEE: Senate Armed Services Committee
 Subcommittee on Emerging Threats and Capabilities**

CHAIRMAN: The Honorable Pat Roberts

MEMBERS PRESENT (bold face):

REPUBLICANS

Bob Smith (NH)
Rick Santorum (PA)
Olympia Snowe (ME)
Jeff Sessions (AL)

DEMOCRATS

Jeff Bingaman (NM)
Edward Kennedy (MA)
Robert Byrd (WV)
Joseph Lieberman (CT)

OTHER MEMBERS PRESENT: None.

**WITNESSES: Gen Richard Meyers, USAF, Vice Chairman of the Joint Chiefs of Staff
 Adm Harold Gehman, USN, Commander in Chief, U.S. Joint Forces
 Command**

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Prepared by: Maj Tom Henwood Date: 4 April 2000 Ext: 697-6790

EXECUTIVE SUMMARY

The Subcommittee convened this hearing to receive testimony on joint requirements, capabilities, and experimentation, in review of the defense authorization request for FY01 and the FYDP. The Members expressed their approval with the progress made by JFCOM in the area of joint experimentation but believe JFCOM should be more involved in establishing joint requirements and improving interoperability.

Discussion centered on three main questions posed by the Members: (1) Does JFCOM have enough resources; (2) Is additional legislation needed to further support JFCOM; and (3) Should CINC JFCOM be a voting member of the JROC. Adm Gehman responded to the first question by saying that he is not resource constrained at this time, although he could always use more people. He mentioned the negative impact looming management HQ reductions will have on his staff. Adm Gehman said he saw no need for any additional legislative support. Gen Meyer said it would be helpful, though, to have reporting requirements to maintain Congressional visibility. Both Adm Gehman and Gen Meyers agreed it is not necessary to have CINC JFCOM as a voting member of the JROC.

The Subcommittee was called to order at 1430.

OPENING REMARKS

Chairman Roberts

Sen Roberts expressed his Subcommittee's support for strengthening our joint war fighting ability and interest in the smart, meaningful transformation of our armed forces to meet the very different threats of the future. The passage of Goldwater-Nichols Act in 1986 initiated a process that has greatly changed the way our armed forces operate together. It put into place processes to assess gaps in our joint capabilities and identify requirements to fix these gaps. All members of the Subcommittee seem to agree the processes currently in place should work, but we continue to learn the same lessons in conflict after conflict. Also, we hear defense experts in and out of government lament the lack of urgency for transformation and the lack of commitment for true jointness. Dr. Ashton Carter, former ASECDEF for International Security Policy, recently pointed out the lack of a mechanism for procuring forces and capabilities that are inherently joint. Sen Roberts finds this troubling. Ten years after the Gulf War we still have no comprehensive combat identification standard, incompatible communications and information systems, insufficient theater-level ISR, inadequate Theater Missile Defense, and shortages of strategic airlift.

Sen Bingaman

Our horizon for change is too distant--ten years for transformation is too long and is out of touch with the rate of change in the rest of the world.

WITNESS STATEMENTS

Gen Meyers

JV2010 is our roadmap. JROC must continue to evolve. It should do more heavy lifting at the strategic level and must advance joint warfighting. The planned evolution of the JROC should institutionalize JFCOM's joint experimentation efforts and shift the focus of the joint warfighting capabilities assessment teams to joint warfighting challenges.

Adm Gehman

JFCOM's progress to date has been satisfactory. The joint experimentation program is off to a good start. JFCOM has focused on three overarching missions: (1) Be the chief advocate for jointness and interoperability; (2) Be the DoD executive agent for joint concept development and experimentation; and (3) Play a role in the joint requirements process. In order to be an effective advocate for jointness, JFCOM seeks to gain consensus among the warfighting and functional CINCs to establish a single joint position. We must bring forward factual evidence, rigorous analysis, hard rationale, and demonstrable proof that DoD needs to spend money in the way we recommend it be spent. For the experimentation program to be effective, we must be able to explore the full range of concepts and alternatives, from incremental near-term enhancements to truly revolutionary capabilities in the far term. Will need time to do this right.

KEY COMMENTS, QUESTIONS, AND ANSWERS

- **Sen Bingaman** stated that interoperability is much easier to fix than jointness. He doesn't see why that requires any great intellectual study. We should be able to move out quickly. **Adm Gehman** responded by saying that interoperability became a higher priority by reverse engineering. As we looked at the future of warfighting, we asked ourselves why we should have to wait until 2010 to have interoperability. He also mentioned the JROC's direction to clear up joint battlefield command and control systems. **Gen Meyers** used joint all-weather close air support as an example of recent progress on interoperability. Said that if this had been left to the Services, there would have been no interoperability by 2004. **Sen Bingaman** then asked Adm Gehman if JFCOM needed any additional legislative authority. **Adm Gehman** responded "no."
- **Sen Lieberman** read a quote from Gen Meyers' opening statement, which said that we must effect requirements at the front end. He then asked if it would be useful to add some language to this year's authorization bill that reinforces what the JROC and JFCOM are trying to do. He mentioned establishing another reporting requirement as an example. **Gen Meyers** said the CJCS will tell the Services what issues he wants to take on. Additional language not necessary. **Sen Lieberman** asked Gen Meyers if the JROC would address the necessity of systems under his tenure. **Gen Meyers** responded in the affirmative.
- **Sen Lieberman** asked Adm Gehman about the baseline collective assessments conducted by JFCOM. **Adm Gehman** responded that they found 100 different agencies working in the area of command and control/49 in Attack Operations Against Critical Mobile Targets (AOACMT). This is not necessarily bad and he does

not think this is a waste of the taxpayers' dollars. However, the admiral expects some consolidation to gain better synergy.

- **Sen Lieberman** asked the witnesses for their views on putting CINC JFCOM on the JROC as a voting member. **Adm Gehman** said he did not believe it was necessary. Currently, he attends meetings during which interoperability and key joint issues are discussed. **Gen Meyers** added that Adm Gehman has the influence he needs. The real issue is that JFCOM has a way to influence the process.
- **Sen Sessions**, quoting Ashton Carter, said the CINCs have no say in what forces they get, just how they use them. **Adm Gehman** agreed and said it was his responsibility to change that. **Sen Sessions** also asked if low R&D funding levels prevented making bold decisions on equipment that would benefit all Services. **Adm Gehman** said JFCOM was still too new to be able to answer that question but S&T funding has been adequate. **Gen Meyers** added that the CJCS can influence the process by going directly to SECDEF.
- **Sen Roberts** asked what additional support the Congress could provide JFCOM. **Adm Gehman** replied that continued Congressional oversight of the joint experimentation program and increased support for the Advanced Concept Technology Demonstration (ACTD) program are important. **Sen Roberts** asked about funding for a major field exercise. **Adm Gehman** told him it would be very difficult to do a large-scale field experiment in 02, that he would have had to start planning it already and would have to leverage the Services' efforts. He stated that his work on the Attack Operations Against Critical Mobile Targets concept did not require increased OPTEMPO; using forces in experimentation has huge OPTEMPO implications. He also said the Services' field exercises are connected this year. In response to some follow-up questions from Sen Lieberman, **Adm Gehman** said he was not resourced to do a field exercise in 02 or 04.
- **Sen Sessions** mentioned that the Air Force spent more on one field exercise (\$60M for JEFX) than JFCOM's FY01 budget (\$49M). After a brief discussion on his budget, **Adm Gehman** offered two budget issues he foresees a need to address in the future--dedicated experimentation forces and a dedicated joint task force headquarters. He stated that these requirements are far enough away that he can program for them. He also expressed concern that no one is looking for requirements or interoperability problems (instead, waiting for them to crop up). This would be an additional resource someone would have to fund.
- **Sen Sessions** asked how JFCOM has evolved from the JCS and Service perspective. **Gen Meyers** said there has been no resistance from the Services on the new JROC process. **Adm Gehman** gave good marks for the top cover he has received from SECDEF, CJCS, and VCJCS. He senses a nervousness among the Service chiefs, who have "books full of unfunded requirements." When **Sen Sessions** asked him if he needed more money, **Adm Gehman** answered that he is not resource constrained but could always use more people.

The hearing was adjourned at 1615.